

ORDINANCE NO. 1831

AN ORDINANCE OF THE CITY COUNCIL OF THE CITY OF MILWAUKIE, OREGON, AMENDING ORDINANCE NUMBER 1437, THE COMPREHENSIVE PLAN BY ADOPTING TEXT AND MAP CHANGES TO CHAPTER 4 AND MAP 7. (CPA97-03)

WHEREAS, the City of Milwaukie desires to review, amend and revise its Comprehensive Plan on a regular basis; and

WHEREAS, the City Council adopted the Regional Center Master Plan on December 2, 1997; and

WHEREAS, the Planning Commission held public hearings for CPA-97-03 on October 28, 1997, November 25, 1997 and December 9, 1997, and on January 27, 1997 recommended approval of the proposed Comprehensive Plan text and map amendments as set forth in Exhibit 1 and 2, respectively; and

WHEREAS, the Comprehensive Plan text and map amendments were referred to the Department of Land Conservation and Development on October 17, 1997 and again on March 6, 1998,

NOW, THEREFORE, THE CITY OF MILWAUKIE DOES ORDAIN AS FOLLOWS:

Section 1. Findings. Findings of fact in support of these amendment(s) are as follows:

CPA-97-03 Text Changes

1. CPA 97-03 (text changes to Chapter 4) is a Legislative action that has been prepared in accordance with the provisions of Section 1011.5 of the Milwaukie Zoning Ordinance. Notice of this Planning Commission public hearing was published in the *Clackamas Review* on September 26, October 17 and October 24, 1997.
2. The text changes to Comprehensive Plan Chapter 4 have been evaluated in accordance with Policy 7, Objective 1 from Chapter 2 of the Milwaukie Comprehensive Plan as detailed in Findings 3 through 7.
3. **Conformance with the Comprehensive Plan, its goals, policies, and spirit.** The text changes to Chapter 4 of the Comprehensive Plan conform with the goals, policies and spirit of the Milwaukie Comprehensive Plan.

The Regional Center Master Plan process, which is the basis for these text changes, was carried out in accordance with the policies related to Objectives #2 and #3, Chapter 1 that encourage broadly based public participation and promote informed public participation in planning decisions. The Plan was accomplished through extensive research and public participation, including three citizen working groups that met in 26 separate meetings, and two joint meetings. There were also two public open houses held.

The establishment of a Regional Center land use designation as proposed in Policy 7 (Objective 2 - Residential Land Use: Density and Location) seeks to increase density through more compact urban form (Policy 1 of Objective 2 is modified to include a residential density range for Regional Center designated areas of 25-50 units per net acre on specific sites) which minimizes automotive trips and increases opportunities for transit use, walking and bicycling, thereby addressing Chapter 3, Objective #2 Local Air Quality. Policy 7 also fosters the most basic concept underlying land use policy in Milwaukie by identifying specific areas where higher density housing types are to be concentrated distinct from the majority of Milwaukie's single family neighborhoods. Approximately 80 acres (or 11.5%) of the 698 acres within the Regional Center Master Plan Boundaries are proposed for inclusion in the Regional Center land use designation at this time. Objective #5 Housing Choice is also promoted by Policy 7 which encourages a diverse range of affordable housing types.

A new economic development Policy 10 is added, thereby promoting and strengthening Economic Development Objective 1. A new Policy 5 is added to stress that the mixed use overlay zone and the Residential-Office-Commercial Zone shall be used to foster Economic Opportunity Objective 2. Objective #12 (Economic Base) is addressed because the text changes to Policies 1, 2, 3, and 5 further emphasize that downtown Milwaukie is a unique commercial center that will contain the major concentration of office and service uses in the City. Text changes to Objective #13 (McLoughlin Boulevard) emphasize that it needs to be made more pedestrian friendly, so that it links rather than separates the downtown with the Willamette River.

The text changes indirectly support Comprehensive Plan Chapter 5 Transportation, Public Facilities and Energy Conservation Policies, because the Regional Center land use designation will foster greater reliance on alternate modes of transportation, and encourage more energy efficient land use patterns.

4. **Public need for change.** Milwaukie was designated as a Regional Center through the adoption process of the Metro 2040 Growth Concept Map and Regional Urban Growth Goals & Objectives in December 1995. This action was partly predicated upon the Milwaukie City Council's November 1, 1994, unanimous vote supporting designation of Milwaukie as a Regional Center. The text amendments will update Chapter 4 of the Comprehensive Plan in order to make it consistent with the Regional Center Master Plan which was adopted by the City Council on December 2, 1997 as an ancillary document to the Comprehensive Plan. The text amendments do not compromise any current Comprehensive Plan policies.
5. **Public need is best satisfied by this particular change.** The establishment of a Regional Center land use designation, and related text changes in CPA-97-03, provide a precise method for implementing the Regional Center Master Plan without unduly impacting a majority of the land area in Milwaukie. The Regional Center Master Plan land use designation will direct anticipated growth into mixed use developments that would absorb

much of the new population of nearly 5,000 projected for 2015. Adopting the text changes to Chapter 4 addresses the public need for change by providing a cohesive policy framework that will direct new development, redevelopment and increased density and new jobs into a defined area, in a way that preserves and enhances the City's livability.

6. **The change will not adversely affect the health, safety, and welfare of the community.** The text amendments to Chapter 4 implement a coherent strategy to accommodate and benefit from controlled growth while minimizing adverse impacts on the surrounding community. The absence of specific policies to effectively implement the Regional Center Master Plan could adversely affect the health, safety and welfare of the community, because the City could find itself unprepared to respond to development pressures and national market and lifestyle trends.
7. The amendments are in conformance with applicable State Planning Goals. These text amendments to Chapter 4 of the Milwaukie Comprehensive Plan implement the City's Regional Center Master Plan, which was adopted as an ancillary document to the Comprehensive Plan on December 2, 1997, in compliance with Statewide Planning Goals. The Regional Center Master Plan provides a cohesive policy framework to address the interrelated issues of urban growth, including economic development, housing, public facilities and services, and transportation. A public involvement program was established at the beginning of the Regional Center Master Plan project as an integral part of the planning process. For these reasons, these text amendments are in conformance with and further Statewide Planning Goals 1 (Citizen Involvement), 2 (Land Use Planning), 9 (Economic Development), 10 (Housing), 11 (Public Facilities), and 12 (Transportation).
8. The amendments are in compliance with Metro's Urban Growth Management Functional Plan. These amendments to Chapter 4 of the Milwaukie Comprehensive Plan implement the City's Regional center Master Plan, which establishes the direction for compliance with the Title 1 requirements for Housing and Employment Accommodation in the Growth Management Functional plan because it includes a determination of calculated capacity of housing units and jobs. The Master Plan addresses how the City can begin to implement the Metro 2040 Growth Concept given the housing and employment target densities for Milwaukie. The Master Plan also addresses aspects of the Regional Parking Policy and Accessibility per Titles 2 and 6 of the Urban Growth Management Functional Plan. For these reasons, these text amendments comply with Metro's Functional Plan.

CPA-97-03 Land Use Map Changes

1. CPA 97-03 (land use map changes) is a Major Quasi-Judicial action that has been prepared in accordance with the provisions of Section 1011.4 of the Milwaukie Zoning Ordinance. Notice of this Planning Commission public hearing was published in the Clackamas Review on October 10 and 17, 1997. Signs were posted on applicable sites on

October 14, 1997. The Community Development Department mailed 694 notification letters to all property owners and residents within 400 feet of the sites proposed for a change in land use designation on September 25, 1997.

2. The land use Designation Changes to Map 7 of the Milwaukie Comprehensive Plan have been evaluated in accordance with Policy 7, Objective 1 from Chapter 2 of the Milwaukie Comprehensive Plan as detailed in Findings 3 through 7.
3. **Conformance with the Comprehensive Plan, its goals, policies, and spirit.** Changing the current land use designations from Commercial, Moderate Density, High Density, and Mixed Use to the Regional Center land use designation, and the Public Lands designation as depicted on **Exhibit 2 (dated 4/21/98)**, is in conformance with the goals, policies and spirit of the Comprehensive Plan. The Regional Center land use designation provides the means for applying Policy 7 (Objective 2 - Residential Land Use: Density and Location) and implementing various policies found in the Economic Base, Commercial, Transportation, and Open Space Elements of the Comprehensive Plan.
4. **Public need for change.** Milwaukie was designated as a Regional Center through the adoption process of the Metro 2040 Growth Concept Map and Regional Urban Growth Goals & Objectives in December 1995. This action was partly predicated upon the Milwaukie City Council's November 1, 1994, unanimous vote supporting designation of Milwaukie as a Regional Center. The proposed land use designation changes would make Map 7 consistent with the Regional Center Master Plan which is intended to be adopted as an ancillary document to the Comprehensive Plan.
5. **Public need is best satisfied by this particular change.** Revising Map 7 so that it depicts specific sites for the Regional Center land use designation is a precise method for implementing the Regional Center Master Plan without unduly impacting most of the land area in Milwaukie. The public need is best satisfied by this change because the existing land use designations are no longer accurate, and do not provide the means for achieving the Working Group and Steering Committee Objectives articulated in the Regional Center Master Plan. Moreover, the redesignation as Public Lands of certain City-owned parcels now designated as Commercial or Moderate Density will assure that they are used in a manner consistent with the intent of the policies in the Open Spaces, Scenic Areas and Natural Resources Element, and in the Recreational Needs Element of the Comprehensive Plan.
6. **The change will not adversely affect the health, safety, and welfare of the community.** The changes to Map 7 will not adversely affect the health, safety, and welfare of the community. The designation of approximately 80 acres in Subarea 1 is intended to implement a coherent strategy to accommodate and benefit from controlled growth while minimizing adverse impacts on the surrounding community. Retaining the

Industrial, Commercial, Moderate Density, High Density and Mixed Use land use designations on these sites could result in future land use and zoning patterns that would adversely impact the health, safety, and welfare of the community.

7. The amendments to Comprehensive Plan Map 7 have been referred to the appropriate State and regional agencies. This proposal has been developed in response to applicable regional regulations, specifically to assure consistency with Metro's Urban Growth Management Functional Plan. These Comprehensive Plan map amendments implement the City's Regional Center Master Plan, which establishes the direction for compliance with the Title 1 requirements for Housing and Employment Accommodation in the Growth Management Functional plan because it includes a determination of calculated capacity of housing units and jobs. The Master Plan addresses how the City can begin to implement the Metro 2040 Growth Concept given the housing and employment target densities for Milwaukie. The Master Plan also addresses aspects of the Regional Parking Policy and Accessibility per Titles 2 and 6 of the Urban Growth Management Functional Plan. For these reasons, these text amendments comply with Metro's Functional Plan.
8. The amendments are in conformance with applicable Statewide Planning Goals. These Comprehensive Plan map amendments implement the City's Regional Center Master Plan, which was adopted as an ancillary document to the Comprehensive Plan on December 2, 1997, in compliance with Statewide Planning Goals. The Regional Center Master Plan provides a cohesive policy framework to address the interrelated issues of urban growth, including economic development, housing, public facilities and services, and transportation. A public involvement program was established at the beginning of the Regional Center Master Plan project as an integral part of the planning process. For these reasons, these text amendments are in conformance with and further Statewide Planning Goals 1 (Citizen Involvement), 2 (Land Use Planning), 9 (Economic Development), 10 (Housing), 11 (Public Facilities), and 12 (Transportation).

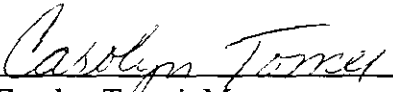
Section 2. Comprehensive Plan Text Changes to Chapter 4. The changes to text as contained in Exhibit 1 dated January 27, 1998, are adopted as part of the Comprehensive Plan of Ordinance 1437.

Section 3. Comprehensive Plan Map Changes. The changes to Map 7 of the Comprehensive Plan establishing a Regional Center land use designation as depicted on Exhibit 2 dated April 21, 1998, are adopted as part of the Comprehensive Plan of Ordinance 1437.

Read the first time on ~~May 1998~~ and moved to second reading by ~~unanimous~~ vote of the City Council.


Read the second time and adopted by the City Council on ~~May~~ 19, 1998.

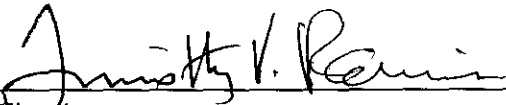
Signed by the Mayor on ~~May~~ 19, 1998. .


Carolyn Tomei, Mayor

ATTEST:

APPROVED AS TO FORM:
ODONNELL RAMIS CREW CORRIGAN &
BACHRACH, LLP


Pat DuVal, City Recorder


City Attorney

Proposed Text Changes to the Milwaukie Comprehensive Plan
Recommended by the Planning Commission
at the January 27, 1998 Public Hearing on CPA-97-03

Proposed Changes are underlined or ~~crossed-out~~.
Changes appear only on these 19 pages:

4RS-4
4RS-6
4RS-8
4RS-10
4RS-11
4RS-16
4RRS-17
4EB-2
4EB-3
4EB-5
4EB-6
4EB-8
4EB-10
4EB-11
4EB-12
4EB-15
4EB-16
4EB-17
4WG-4

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CPA 97-03
EXHIBIT 1

All other lands within the Milwaukie area have few, if any, constraints for development.

Policies

1. Policies and standards found in the Historic Resources, Natural Hazard and Open Spaces, Scenic Areas, and Natural Resources Elements of the Environmental and Natural Resources Chapter apply, where applicable, throughout the City. Through its regular zoning, building and safety enforcement process, the City will implement those policies in Special Policies Classification areas and direct urban development toward more suitable areas through density transfer.
2. Prior to the approval of any building permit or other development approval, the developer of any vacant land within special policies classification areas must submit a report indicating how the applicable policies in the Environmental and Natural Resources Chapter are to be met. The report will describe the proposed type of site preparation and building techniques, how these techniques meet the applicable policies, and the mitigative measures, if any, proposed to lessen impacts during construction.

OBJECTIVE #2 - RESIDENTIAL LAND USE: DENSITY AND LOCATION

To locate higher density residential uses so that the concentration of people will help to support public transportation services and major commercial centers.— and foster implementation of the Regional Center Master Plan.

Planning Concept

The most basic concept underlying residential land use policy in Milwaukie is that the City is and will continue to be composed primarily of single family neighborhoods. Housing types resulting in higher densities are to be concentrated in order to support public transportation services and major commercial centers, have close proximity to major streets, and to lessen the impact of through traffic on single family areas. A range of housing types is encouraged in all areas of the City, as long as the character of existing neighborhoods is not dramatically altered by new development. The Land Use Plan for the City, Map 7, shows how residential areas of differing density will be distributed throughout the City.

Table 2 summarizes the amount of vacant buildable land within each residential land use category, the total number of new dwelling units which would result from full development of these vacant buildable lands, and the amount of residential units by type. These figures do not include density bonuses which

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percent multifamily. The overall net residential density at full development will be approximately 6 units per acre while new development will occur at approximately 9 units per acre.

Table 2

FUTURE HOUSING CHARACTERISTICS

| Residential <u>Area</u> | Vacant Gross Buildable <u>Acres</u> | Net Buildable Acres <u>(Less R-O-W*)</u> | Net <u>Density</u> | New <u>Units</u> | % New <u>Units</u> |
|----------------------------|--|--|-----------------------|---------------------|-----------------------|
| Single-Family ¹ | | | | | |
| Low Density | 226.40 | 169.8 | 5.50 | 933 | 40.2 |
| Mod. Density | <u>32.40</u> | <u>24.0</u> | 8.70 | <u>208</u> | <u>9.0</u> |
| | 258.50 | 193.8 | | 1,141 | 49.2 |
| MultiFamily | | | | | |
| Med. Density | 18.84 | 17.9 | 14.50 | 259 | 11.2 |
| High Density | <u>50.23</u> | <u>47.8</u> | 19.30 | <u>922</u> | <u>39.6</u> |
| | 69.07 | 65.8 | | 1,181 | 50.8 |
| TOTAL | 327.57 | 259.5 | 8.95 | 2,322 | 100.0 |

*Right-of-way deductions are: 25% for Single-Family; 5% for MultiFamily

The number of persons expected to reside within the City at full development is estimated at 22,200. This figure assumes a 95 percent occupancy rate and 2.41 persons per unit overall.

¹Including mobile homes in mobile home parks and manufactured housing.

Policies

1. Residential densities will be based on the following net* density ranges:

Low Density - up to 6.7 units per net acre
 Moderate Density - 6.8 to 10.7 units per net acre
 Medium Density - 10.8 to 15.0 units per net acre
 High Density - 15.1 to 31.2 units per net acre
Regional Center - 25 to 50 units per net acre

*In calculating buildable lands, density standards will be applied to net parcel areas to determine the maximum number of dwelling units

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A general definition of housing types are:

Single family detached - a house normally occupied by one family with no structural connection to adjacent units. The unit may be situated at a specified distance from lot lines, or with one wall on a side property line. Typical density is 4 to 6.7 units per acre.

Single family attached - two units within one dwelling structure, each normally occupied by one family, sharing common structural walls.

Townhouse - An attached residential structure which retains private ownership of a portion of the land around it, generally in the form of a small front and/or rear yard. Townhouses on interior lots may have a zero side yard setback. A Townhouse can be located in the center of a large project or it can be located adjacent to an existing street. The front door is not required to open onto a street if it is on the interior of a development. If a Townhouse property is adjacent to a street it is required to have its front door facing the street.

Multifamily (Condominium) - a single structure containing 3 or more individually owned dwelling units, with all other common elements, including lot, jointly owned on a specified basis.

Multifamily (Apartment) - a single structure containing 3 or more dwelling units, usually for rent. Each structure and lot are usually under single ownership.

2. Areas may be designated Low Density residential if any of the following criteria are met:
 - a. The predominant housing type will be single family detached.
 - b. Low Density areas are residential areas which are developed at Low Density and little need for redevelopment exists.
 - c. Within Low Density areas, transportation routes are limited primarily to collectors and local streets.
 - d. Low Density areas may include sites where sensitivity to the natural environment or natural hazards necessitate a reduced density.
3. Areas may be designated Moderate Density Residential based on the following policies:

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- a. Within the Mixed Use Area designated on Map 7, a range of different uses including residential, commercial and office are allowed and encouraged. It is expected that redevelopment will be required to implement these policies, and that single structures containing different uses will be the predominant building type.
- b. Commercial uses will be allowed at the ground floor level, and will be located relative to the downtown area so that pedestrian access between areas is convenient and continuous.
- c. Office uses will be allowed at the ground and first floor levels.
- d. High Density residential uses will be allowed on all levels. At least fifty (50) percent of the floor area within a project must be used for residential purposes.
- e. Within the Mixed Use Area, a residential density bonus of fifteen (15) percent over the allowable density may be granted in exchange for exceptional design quality or special project amenities.
- f. All parking must be contained within a project.

7. Regional Center Areas will be designated based on the following policies:

- a. Regional Plan Areas are those sites identified within the six subareas depicted on the Subareas Map in the Regional Center Master Plan as suitable for redevelopment. Within the Regional Center areas designated on Map 7, mixed use development combining residential high density housing with retail and/or service commercial, and/or offices is encouraged. This is intended to foster a Regional Center environment in accordance with the Regional Center Master Plan.
 - b. A mixed use zone will be applied to designated Regional Center Areas to implement the Regional Center Master Plan.
 - c. In mixed use developments that include retail and/or office and residential, the retail and/or office are to occupy the first level and residential uses, are to be placed above. Specific ratios of retail and office to residential shall be specified by the Mixed Use Zone.
 - d. The Residential-Office-Commercial (R-O-C) Zone is the most appropriate Zoning district for the Regional Center Area.
 - e. The Regional Center Area shall be served by multimodal transportation options: therefore, on-street parking, shared parking and
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enclosed parking are the most appropriate parking options in the Regional Center Area. Off-Street surface parking is to be discouraged.

f. A variety of higher density housing is desired in a designated Regional Center Area, and the City shall work cooperatively with the private sector to provide a diverse range of affordable housing.

OBJECTIVE #3 - RESIDENTIAL LAND USE: DESIGN

To encourage a desirable living environment by allowing flexibility in design, minimizing the impact of new construction on existing development, and assuring that natural open spaces and developed recreational areas are provided whenever feasible.

The City of Milwaukie will not immediately zone all high density or Regional Center land for maximum development. ~~Some~~ The areas involved are already predominantly developed at a lower density, leaving only pockets of vacant land currently suitable for immediate density increases. The rezoning will occur over time, and will be consistent with the Regional Center Master Plan based on applications which can demonstrate consistency with plan policies, as set forth in the City's Comprehensive Plan and, with public facility plans and standards, adequate to support maximum development. This process will ensure that development will occur with a timely, orderly, and efficient provision of public facilities and services as required by State Goal 11.

Policies

1. The City will encourage the development of infill housing that uses innovative development techniques for the purpose of reducing housing costs as well as creating an attractive living environment. Such techniques may include the reduction of lot size standards in established neighborhoods; allowing single family attached housing units in appropriate areas; and encouraging the construction of small housing units. A design review process shall be used within the Mixed Use Overlay Zone districts to assure that infill development is suitable in a given location.
2. The City will encourage the development of larger subdivisions and PUDs that use innovative development techniques for the purpose of reducing housing costs as well as creating an attractive living environment. Such techniques to reduce costs may include providing a variety of housing size, type, and amenities. An additional housing unit will be allowed for each unit priced for sale at twenty-five (25) percent below the average new single family housing cost established in the most recent edition of "Real Estate Trends," published semi-annually by the Metropolitan Portland Real Estate Research Committee, Inc. Overall project density may not exceed the allowable density plus ten (10) percent, which may be added to the Planned Unit Development bonus.
3. Manufactured housing is encouraged in the City as long as density standards and other applicable policies are met. The City will encourage the provision of housing at types and densities indicated in the City's housing needs assessments summarized on Table 2.
4. Mobile home parks will be allowed in Low, Moderate, and Medium Density areas in zones allowing development at 6-12 units per acre, and will be subject to park design and appearance standards and review in a public hearing.
5. Although not all higher density and Regional Center lands will immediately be zoned for maximum permissible densities, the rezoning of these lands will be approved when it can be demonstrated that adequate public facilities exist or can be provided in accordance with City plans and standards to support increased development.

OBJECTIVE #6 - HOUSING ASSISTANCE

To assist low and moderate income households in obtaining adequate housing which is consistent with other housing objectives and policies.

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and appliances. This is true for most small community commercial centers since comparison shopping increasingly occurs at large shopping centers. Downtown Milwaukie, however, has continued to attract commercial investment in the form of commercial service uses including banks, insurance and professional offices. ~~There is now a gradual change occurring in the role of downtown from a major shopping center for the entire area, to a more local shopping center with expanding office and service uses. The Regional Center Master Plan and the Milwaukie Vision Statement provide the most current Council direction for the future of downtown Milwaukie.~~ There has also been increased interest in developing the downtown waterfront area by encouraging new business investment and improving the image of the overall downtown. The Riverfront Concept Plan provides Council direction for the Milwaukie waterfront.

Policies in this Economic Base and Industrial/Commercial Land Use Element together with technical studies and inventories found in the Industrial and Commercial Land Use working paper, the Community Needs Survey, "Community Development in Milwaukie: Problems, Prospects, Policies," by Lord and LeBlanc, 1977, "Economic Development Commission Recommendations," 1979, the Economic Background and Discussion Document, 1987, the Community Questionnaire and the Portland General Electric Business Retention and Expansion Assessment and the Riverfront Market Analysis, 1986, address the Statewide Planning Goals 2 and 9. The Regional Center Master Plan contains guidance for identifying select sites for mixed use commercial development in the expanded city center. The Plan was influenced by the Commercial, Housing and Transportation Working Groups Report, 1997, and by the Economic Development Assessment for Milwaukie Regional Center Study Area (Hovee) 1997.

OBJECTIVE #1 - ECONOMIC DEVELOPMENT

The City will encourage an increase in the overall economic development activity within the City, will strive to retain existing businesses as well as actively attract new businesses, particularly those identified as having growth potential.

Planning Concepts

Milwaukie relies on a strong industrial tax base to keep residential tax rates low. The outlook for continued growth in industrial development, given the present City boundaries, is limited, as much of the vacant industrial land may be difficult to develop. Some opportunities for redevelopment exist in the Johnson Creek Industrial Area. The City will strive to ensure that existing industrial facilities continue to be adequately served by roads, drainage, water and sewer. The following economic development policies are derived from recommended policies found in the Lord and LeBlanc report and recommendations from the City's Comprehensive Plan Review Committee. Policy 10 is derived from the Regional Center Master Plan and supporting documentation such as the Hovee report cited above.

Policies

1. The City will ensure that there is adequate land available with public services provided to meet the need for economic growth and development.
2. The City will review national, state and local trends for major categories of commercial and industrial uses that could be expected to locate in the City, identify local businesses which may expand and types

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5. The City will explore opportunities for using local, regional, state, or federal funds to support or stimulate economic development programs, and will work with regional and state agencies and the business community to identify opportunities to locate new industries in the City.
6. The City will ensure that public services now serving industrial areas are adequately maintained to serve industrial needs. Public services and facilities will be upgraded as necessary.
7. The City will ensure, through the provision of public services and facilities, that existing businesses are retained and enhanced within the City. When the needs of businesses or industries cannot be met at their present location, the City may provide assistance in identifying alternative sites and relocating the enterprise elsewhere within the City.
8. The City will lobby strongly for roadway and other improvements outside of the City that bear heavily on the community's industrial complex, such as efforts to reduce congestion on McLoughlin Boulevard and Hwy. 224, improvement of public transit service, improved access for the Johnson Creek Industrial Area to I-205 and improved connections between Milwaukie and downtown Portland.
9. The City will coordinate its Urban Growth Management Plan for the unincorporated area with its economic development plans to ensure that City growth will retain an economically advantageous balance of land use.
- ~~10. The City will implement the Regional Center Master Plan in order to promote economic development based on compatible mixed uses within the designated Regional Center land use areas.~~

OBJECTIVE #2 - EMPLOYMENT OPPORTUNITY

To continue to support a wide range of employment opportunities for Milwaukie citizens.

Policies

1. The City will give a high priority, first, to the retention of existing businesses and, second, to the recruitment of new businesses which provide long-term employment opportunities.

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2. The City will encourage new professional and service-oriented employment opportunities to meet the diverse needs of City residents.
3. The City will encourage private or semi-public day care centers in various areas of Milwaukie.
4. The City will support home occupations (income-producing activities in the home) as long as these activities do not detract from the residential character of the area.
5. ~~The Mixed Use Overlay Zone and the Residential-Office-Commercial Zone shall be applied to lands designated within the Regional Center Area, in order to foster economic opportunity.~~

OBJECTIVE #3 - COORDINATION

To continue to participate in economic development and employment programs and develop a working partnership with the private sector and various agencies to meet the economic development needs of Milwaukie.

Policies

1. The City will participate in and coordinate with other governmental agencies including Clackamas County, Metro, Port of Portland, the Oregon Economic Development Department, and other state and federal agencies in planning and implementing economic development and employment programs.
2. The City will cooperate with the private sector to achieve economic development in the City by streamlining development processes, providing site service and facilities information, identifying vacant lands and providing market information.

OBJECTIVE #4 - INDUSTRIAL LAND USE

To encourage new industries to locate within the three major industrial areas of the City, in order to take maximum advantage of existing access and public facilities serving industry.

Policies

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- The operational characteristics of the facility will be compatible with surrounding uses and include consideration of: 1) hours of operation, 2) delivery and shipping characteristics, 3) noise, 4) lighting, and 5) other use characteristics.
2. Policies in the Air, Water and Land Resources Quality Element are particularly relevant to industrial facility operation, and will be considered when reviewing economic development proposals.

OBJECTIVE #6 - COMMERCIAL LAND USE

To encourage new commercial uses to locate within designated commercial areas of the City, in order to take maximum advantage of existing access and public facilities serving these areas.

Planning Concepts

Commercial land use policies are based on the assumption that most comparison goods purchases will be made at major regional shopping centers, day-to-day shopping needs will be met by local shopping centers, and that small convenience commercial centers will provide for frequent, one-stop shopping needs. For the purpose of categorizing and establishing commercial centers, in Milwaukie, the following types of centers are defined:

- Regional Shopping Centers - A major commercial facility serving about 250,000 people primarily for comparison shopping for clothes, household goods and furniture. Examples include Lloyd Center, Washington Square, Downtown Portland and Clackamas Town Center. None are currently located within Milwaukie.
- Community Center - A commercial shopping center providing limited comparison shopping and day-to-day shopping serving (generally) 90,000 people on 15-30 acres, and containing at least 200,000 square feet of leasable space. The center should contain a department store (soft goods/clothing), a drug/variety or discount store, a supermarket, retail shops, and related uses. The City currently has one site located at Hwy. 224 and Oak St.
- District Center - A commercial site or area serving 6,000-10,000 people on 5-15 acres for regular shopping needs. A district center would likely contain a supermarket, drug and variety store, bank, gas station, etc. Examples include Food Warehouse, S.E. 82nd Avenue/King Road, the Oak Grove Fred Meyer, and the Wichita Town Center.

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- Highway Oriented Center - A commercial node or strip development dependent upon street traffic for business. Highway oriented centers are normally located along freeways or expressways at interchanges or along major or minor arterials and are generally service-oriented, providing for limited needs of nearby residents or people driving through the area. Examples include McLoughlin Boulevard and Harrison St. at Hwy. 224.
- Downtown Office Center Regional Center Areas - The Downtown Milwaukie Area is a unique mixed use and commercial center, in itself. This area is designated as a Regional Center by the Metro 2040 Growth Concept. It provides area-wide services as well as limited neighborhood services. Commercial uses are primarily office, service, and retail, providing financial, personal, and business services, governmental and cultural services. The emphasis is on creating a compact mixed use environment with pedestrian amenities and high quality transit service and multimodal street networks.

Policies

1. New commercial developments or redevelopments shall be located in designated areas unless expansion or creation of a new commercial designated area is justified as per Policy 2, below.
2. Expansion or creation of commercial designated areas will be evaluated against the following criteria: (a) those having an historical commitment to commercial use, (b) access to a transportation network appropriate for the scale of development proposed, (c) significant traffic increase shall not result on streets of collector or less status serving low density residential areas, (d) that no more suitable location(s) exist within the City for this designation, (e) that zoning allowed by the designation is compatible with adjacent uses, and (f) compliance with all applicable Plan policies, including the Regional Center Master Plan.

OBJECTIVE #7 - COMMERCIAL LAND USE: REGIONAL SHOPPING CENTERS

To accommodate major comparison shopping needs within existing regional shopping centers.

Planning Concepts

Final Planning Commission Language Recommended at 1/27/98 Public Hearing

Regional shopping centers serve a large area (about 250,000 people) and are normally located on sites with a high amount of visual exposure and major arterial and/or freeway access. Several regional shopping centers provide shopping opportunities in the metropolitan area surrounding Portland.

Policies

1. The City recognizes and supports the Clackamas Town Center as the primary regional commercial shopping center serving the Milwaukie area.

OBJECTIVE #8 - COMMERCIAL LAND USE: COMMUNITY CENTER

To provide for the weekly and comparison goods shopping needs of the City's and surrounding areas' residents.

Policies

1. The City's Community Shopping Center will be located on Highway 224, between Oak and 37th Streets.
2. The Community Shopping Center will be designed to be an attractive community focal point.
3. The Center will be designed and constructed so that all portions of the overall development are consistent in style and function.
4. The Center will increase comparative and one-stop shopping services, thereby reducing vehicular trips outside the City, and providing better shopping services to the area.
5. The Zoning Ordinance will contain a Community Shopping Center district with specific standards for development. The provisions will implement these Plan policies.
6. The Regional Center Master Plan design guidelines shall apply to major renovations undertaken within the C-CS district.

OBJECTIVE #9 - COMMERCIAL LAND USE: DISTRICT CENTERS

To provide maximum convenience to City residents for regular and convenience shopping needs by concentrating commercial uses into selected commercial clusters.

Planning Concepts

Two District Centers currently serve as the primary commercial centers within the City: Food Warehouse at King Road and S.E. 42nd Avenue, and the Wichita Town Center at King and Linwood. Others in the Milwaukie area: 82nd Avenue at King Road, the intersection of Thiessen and Webster Roads, and the area near the Oak Grove Fred Meyer on McLoughlin Blvd.

Policies

1. The two District Centers within the City, shown on Map 7, will be the primary commercial areas providing for the day-to-day shopping needs of City residents.

Final Planning Commission Language Recommended at 1/27/98 Public Hearing

4. Highway oriented commercial centers should locate at freeway interchanges or major arterial intersections instead of in strip development patterns.
5. Strip development patterns may be continued in areas already developed as such if adequate site development design, access coordination, and buffering measures are provided.

OBJECTIVE #12 - DOWNTOWN OFFICE REGIONAL CENTER

To emphasize downtown Milwaukie and the expanded city center as a unique commercial Regional center with the major concentration of mixed use and high density housing, office and service uses in the City.

Planning Concepts

~~Downtown Milwaukie is designated by is currently changing from a major shopping center for the area to an expanding office and service center providing for both area wide and local needs. The role of small community commercial centers is diminishing nationwide as centers for comparison good shopping. This trend is currently evident in downtown Milwaukie and is expected to continue.~~ Metro as one of eight areas in the Portland metropolitan region that will be Regional Centers typified by a mix of residential and commercial uses.

The future role for the downtown as ~~an office and service~~ Regional center will ~~retain~~ revitalize the area as a focus of community identity and pride. The community also realizes the potential for waterfront development as a downtown focal point for enhancing existing and attracting new businesses and residential development within the Regional Center.

The following policies are derived in part from policies recommended in the Regional Center Master Plan ~~Lord and LeBlanc report, and the Waterfront Redevelopment Plan. and the Riverfront Concept Plan.~~

Policies

1. Downtown Milwaukie and specifically those lands designated as Regional Center on Map 7 will be considered a ~~Downtown Office~~ Regional Center,¹⁷ serving area-wide needs as well as the needs of local residents.
2. Through zoning and other implementation measures, ~~adequate~~ adequate opportunity for mixed use development ~~increased office building~~ will be ensured to

Final Planning Commission Language Recommended at 1/27/98 Public Hearing

establish downtown Milwaukie as a Regional ~~or subregional~~ office and employment Center.

3. A mix of ~~residential~~, office and commercial uses is ~~encouraged~~ required ~~in individual structures downtown, as long as retail uses are contiguous to existing retail development. Map 7 shows lands designated for downtown commercial and office uses.~~ in the Regional Center Area.
4. A Mixed Use Area adjacent to downtown is established to include residential, commercial and office uses in single structures. See Objective 3, Policy 6 in the Residential Land Use and Housing Element.
5. The City will focus redevelopment efforts in the Regional Center Area and on the waterfront. The City will develop ~~an~~ improvement and management program for the downtown and waterfront area. Various methods for local and outside funding, including grants and tax increment financing, will be explored for improvements deemed necessary such as parking, street lighting, landscaping, street furniture, paving and traffic management.
6. Downtown public improvements will be coordinated with private improvement efforts by local property owners. The aim of all public improvements will be to stimulate and support private investments in the area.
7. In its planning for downtown, the City will establish location(s) for major public transit stations or interchange facilities. The City will continue to work closely with Metro and Tri-Met in planning for transit improvements (see Transportation Element).

OBJECTIVE #13 - MCLOUGHLIN BOULEVARD

To provide for limited highway service uses along McLoughlin Boulevard while improving the visual and pedestrian-oriented linkages between downtown and the Willamette River, and making McLoughlin Blvd. more attractive.

Planning Concepts

The highway service uses currently located along McLoughlin Boulevard through downtown are service oriented rather than retail shopping in that they are designed to serve the needs of people moving through the community rather than local residents. Numerous driveways and curb cuts allow traffic turning movements which contribute to congestion along the highway. Both sides of

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McLoughlin Boulevard lack aesthetic treatment and pedestrian facilities resulting in a visual, functional and psychological barrier between downtown and the Willamette River. Future transportation improvements along the McLoughlin corridor may provide an opportunity to reduce these barriers.

Policies

1. The City will work with the Oregon Department of Transportation (ODOT) and Metro during their transportation planning programs to identify appropriate land uses and access arrangements along McLoughlin Boulevard. The City will integrate its own downtown improvement plans and waterfront plans with these regional transportation planning programs (see Transportation Element).
2. The opportunity will be taken during any improvement or modification of the McLoughlin corridor to create new and more efficient vehicular access to the riverfront, as well as pedestrian access not in conflict with motorized transportation.
3. Improved pedestrian and bicycle connections will be provided between downtown and the riverfront through the provision of pedestrian paths, amenities, signals, separated crossings, etc. designed to ensure the safety of pedestrians and bicyclists.
4. The visual and land use relationship between the downtown area of Milwaukie and its waterfront will be improved.
5. Visual and pedestrian amenities will be required along the "downtown" portion of McLoughlin Blvd. These include street trees, landscaped medians, turn bays rather than continuous turn lanes and pedestrian supportive features on the right of way.
6. The City will work with encourage ODOT to provide a long term solution to the problems presented by McLoughlin Blvd. in Milwaukie. ~~This could include the relocation of McLoughlin Blvd. to the east, resulting in a better integration of the downtown area with proposed riverfront improvements.~~ Redesign shall incorporate Regional Center Master Plan and Riverfront Concept Plan recommendations.

OBJECTIVE #14 - MILWAUKIE EXPRESSWAY

To ensure that the Milwaukie Expressway continues to effectively serve adjacent employment centers.

Final Planning Commission Language Recommended at 1/27/98 Public Hearing

5. The Greenway Design Plan, when approved and adopted, will replace the Willamette Greenway Conditional Use Process with a Greenway Design Review Process.

OBJECTIVE #3 - LAND USE

To encourage the cooperation of public and private ownerships to provide compatible uses within the Willamette Greenway.

Policies



1. The land use designations on Map 7 will serve as guidelines for establishing the Greenway Design Plan.
2. Intensification of uses, changes in use, or development of new uses are permitted only when consistent with the City's adopted Willamette Greenway Element, and the Greenway Design Plan, the Riverfront Concept Plan and the Regional Center Master Plan.
3. Within the Willamette Greenway Boundary, a Willamette Greenway Conditional Use Permit must be obtained prior to any new construction or intensification of an existing use. This policy applies until the Greenway Design Plan is adopted.
4. Through the Willamette Greenway conditional use process, setbacks shall be established on a case-by-case basis for uses not water-dependent or water related so that they are directed away from the river. Existing and proposed uses that are water-dependent and water-oriented may be permitted near or at the water's edge. This policy applies until the Greenway Design Plan is adopted.

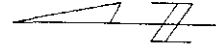
EXHIBIT 12

4/21/98

Proposed Land Use Plan Map
Changes Related to Regional
Center Master Plan
Implementation
CPA -97 -03

COMPREHENSIVE PLAN MAP CHANGES

-  Proposed "Regional Center" Plan Map Designation
-  Proposed "Public Lands" Plan Map Designation



Department Of
Community
Development

